

# Assessment of Community Involvement in Heritage Planning

## A Case of Bangkok Heritage Core

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### Abstract

Heritage Planning is the most modern concept of conservation, which has transformed from preservation planning, to conservation planning and to heritage planning in the 1990s. Recently, the concept of heritage planning, which is composed of heritage conservation and heritage commodification, is widened to be heritage planning with community involvement. Although community involvement in heritage planning is accepted to be a significant aspect, linked to the idea of sustainable tourism development, the assessment of the extent and success of community involvement in heritage planning have not been specified. Almost all of literatures provide frameworks of assessment of community involvement in tourism planning. Hence, this study aims to propose a framework of assessment of heritage planning and an example of using the framework in the Bangkok heritage core.

In this study, four aspects are explored: (1) an emergence of concepts and practices of heritage planning with community involvement in Thailand; (2) a framework of assessment of community involvement in heritage planning; (3) the assessment criteria and an example of using the assessment framework in a study area; and (4) the discussions on the subject of the results of assessments and suggestions for improving the assessment framework.

The assessment criteria for a case of Bangkok heritage core are: the criteria for evaluating participation in decision-making processes, including the scope and intensity of participation, degree of consensus and levels of community participation. Another is the criteria for evaluating the involvement in heritage commodity activities, which are the scope of participation in sharing economic benefits and consequences from heritage uses. Four cases of planning practices are chosen: two cases of participation in the state-led heritage plans and two actions in ad-hoc ways, dealing with the opposing to plan-implementation and organising local festivals.

The results from the assessments are that the community involvements in Yarn Banglamphu were in a developing process, as the communities had chances to involve in the recent state-led heritage plans. However, the involvements should be improved to get higher levels. Main factors that can bring higher levels of involvement deal with the circumstances of community organisations and centralisation in authority. Consequently, the ways to make higher levels of involvement are to support Prachakom Banglamphu or other civic groups, working as a connector between communities, to improve the appropriate legal systems to support the community involvement and to decentralise the powers in decision-making to the local government sectors in district levels and local communities. The suggestions for improving the assessment framework are: to put the community organisations as a part of assessment criteria; and to extend the assessment to use for the community involvement in the actions in ad-hoc ways.

**Keywords:** heritage planning, conservation, commodity activity, community involvement, Bangkok Heritage Core

**1. Introduction – An Emergence of Concepts and Practices of Heritage Planning with**  
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## Community Involvement in Thailand

Concept of heritage planning is generally known as a new concept of architectural and urban conservation that has been used since the 1990s (Nasser, 2007; Yuen, 2006; Ashworth and Tunbridge, 2000). The concepts were shifted from 'preservation planning' created in the first half of the eighteenth century, to 'conservation planning,' created during 1960s and 1970s, to 'heritage planning', initiated in the 1990s and to 'heritage planning with community involvement', which has been used in these days.

The shift of conservation concepts has been grounded on the changes of perspectives in valuation, the management approaches and authorities who have accountability in management. Along the transforming lines, the first transformation was the 'preservation planning', covering the meaning of protection of the harm and preserving valuable aspects of past built environments, in a responsibility of national government sectors, changed to 'conservation planning', referring to townscape conserving, merged with land-use planning and preservation district registration as the protective designations to area plan in hands of the national and local government sectors. Then, the concepts transformed to 'heritage planning', which its emphasised is placed on 'heritage', describing almost anything inherited from the past or destined for the future (Ashworth, 2003).

Heritage planning thus means the management of the contemporary uses of the past for present purposes. It relates particularly to the application of terminology, techniques and philosophies drawn from marketing science to public sector, non-profit organisations with collective goals. From the changes to be heritage planning, local communities, local entrepreneurs, as well as non-governmental organisations have more chances in participating in plan-making processes and gaining benefits from heritage tourism.

A number of previous studies highlighted the creation of community organisations in many forms in many countries, aiming at working as mediators in heritage planning processes to avoid conflicts in using heritage among various groups of stakeholders (Ashworth and Tunbridge, 2000; Singh, Timothy and Dowling *eds.*, 2003). Affected by the heritage approach, the communities have changed their actions in heritage planning from being under controls, according to the legal tools, preservative conservation plans and subsidies from the national and local governments in the conventional conservation, to the initiation of community controls and management of heritage resources.

Due to new roles in heritage planning, new forms of community organisations are created in variety based much on *socio-cultures and planning systems*<sup>1</sup>. This study chooses Bangkok heritage core as a case study to see the tasks of the community organisations and assesses their efficiency.

In Thailand, the transformation of conservation concepts, preservation, conservation and heritage, is different from those of the Western countries in terms of time frame, according to *judicial and organisational structures*. It can be summarised that conservation concepts and practices in Thailand have been followed the international trends around twenty years. However, they have not been clearly reflected the whole ideas in one period. Instead, the concepts and practices in each period have been mixed and adapted various concepts, according to influences from other countries, as well as internal socio-economic impacts.

Preservation planning in Thailand started around the 1930s when the national agencies were established in order to take care of the historical monuments. The *conservation planning* has appeared in Thailand in the mid-1970s until 1980s. The main instruments for conservation intervention were in a form of local land-use management and the conservation master plan of the Rattanakosin area, a Bangkok historic centre, as a comprehensive plan and various local-by-law were created. The powers in planning moved to hands of the local government sectors. Lately, *heritage planning* has emerged in Thailand since the latter 1990s. The heritage concept has been rapidly developed, since cultural tourism has been vital sources of incomes of the country. Furthermore, the concept has been supported by the involvement of local communities, since there

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<sup>1</sup> Examples of various forms of community organisations, serving for the tasks in heritage planning are the Local Heritage Initiative in the UK and community-based for heritage conservation, namely *machizukuri* groups in the Japanese practices.

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have been the promotion of community organisations at the creation period up till now.

Based on the transformation of conservation concepts to be heritage planning with the involvement of local communities in Bangkok, how to evaluate the success of community involvement might be important issue. In addition, as in general, the assessment of the extent and success of community involvement in heritage planning have not been specified. Almost all of previous studies provide frameworks of the assessment of community involvement in tourism planning, with a lack of heritage conservation part. Therefore, this study aims to propose a framework of assessment of heritage planning and provide an example of using the framework in the Bangkok heritage core.

## **2. The Assessment Criteria for Community Involvement in Heritage Planning**

To design assessment criteria and methods, this study reviews several literatures, which almost focus on the assessments of tourism planning (Timothy, 1999: 371-391; Aas, Ladkin and Flether, 2005: 28-48; Bramwell and Sharman, 1999: 395-401; Simmons, 1994: 98-108; Arnstein, 1969). According to the literatures, this study proposes the assessment criteria that are proper to the context of Bangkok. Two kinds of criteria, based on two perspectives of participation in tourism of Timothy (1999), are concerned, which are: (1) the assessment criteria for evaluating community participation in decision-making processes; and (2) the assessment criteria for evaluating community involving in heritage commodity activities.

### *Assessment Criteria for Evaluating Community Participation in Decision-making*

To assess the efficiency of community participating in decision-making, two main criteria are concerned.

- *Issues Affecting the Approach to Community Involvement in Heritage Planning* (Bramwell and Sharman, 2000: 26-32, 1999: 395-401)
- *Scope of Participation*

The first aspect is *the range of participants who participated is representative of all relevant stakeholders*. Relevant stakeholder groups include the whole community living in the area as well as specific groups within it; for instance, the local enterprise groups and ethnic groups. Thus, the considerations are the balance among participants in planning process, as well as the sharing power between the stakeholders living in the area and the outsider stakeholders. The second aspect is *the numbers who participate from among the relevant community stakeholders*. Simmons (1994) argued, based on a number of reviews about participation in planning, that the representation has been more forthcoming from interest groups than from the general public. Furthermore, the process of participation has tended to become conservative, often institutionalised and representative of socio-economic and environmental elite. Despite the representatives of the stakeholders, the use of different participation techniques – such as questionnaires, will be an influence in this issue. The study concerns the range of participation in scale of wide or narrow and the number of participation in scale of high or low, based on above conditions.

- *Intensity of Participation*

The first concern is *the dialog among participants reflects openness, honesty, tolerant and respectful speaking and listening*, confidence and trust. Sewell and Phillips (1979, cited in Simmons, 1994) defined equity in participation as the extent to which all potential opinions are heard. According to Bramwell and Sharman (1999 and 2000), the intensity of participant is depended on the direct involvement, open and respectful dialogue among different stakeholders, as well as the interests and attitudes that the participants learn from each other. The second consideration is on *how often the relevant community stakeholders are involved in planning process*. The study concerns the intensive participation in scale of high or low, based on above conditions.

- *Degree of Consensus*

The first issue initially concerns *the degree which consensus emerges among community participants in planning process*. The second issue is on *the extent to which consensus emerges across the equalities*. The consensus-building among community participants in planning process should involve reflecting different

points of view, establishing a discourse and leading to the developed policies (Ibid.). How their views have influenced planning decisions is concerned (Simmons, 1994). The study concerns the degree of consensus in scale of high or low, based on above conditions.

- *Levels of Participation in Heritage Planning* (Arnstein, 1969)

The levels of participation in the heritage planning comprise eight levels classified into three categories: non-participation: the *therapy* and *manipulation*; tokenism: the *informing*, *consultation* and *placation*; and citizen Power: the *partnership*, *delegated power* and *empowerment*.

*Assessment Criteria for Evaluating Community Involving in Benefits of Heritage*

The involvement of community in benefits of heritage commodity concerns on how the community take part in heritage commodity activities and the reaction of community to heritage effects – e.g. to control the community areas. In *taking part in heritage commodity activities* (e.g. join the programmes that are initiated by local residents in order to increase economic benefits), the assessments are on the issue of *scope of participation* that means range and number of participants in local community activities.

The other issue is *the consequences from heritage conservation and cultural heritage tourism*, including: benefits from heritage conservation; negative impacts from heritage conservation; benefits from heritage commodity activities (the concerns are on the distribution of the benefits to the local residents); negative impacts from heritage commodity activities; and the attitudes of community in heritage conservation and heritage commodification.

**Table 1:** A Framework of Assessment of Community Involvement in Heritage Planning

Assessment Criteria		Specific issues
Participation in Decision-making in heritage plans and actions in ad-hoc ways	Scope of participation	<ul style="list-style-type: none"> <li>- The range of participation by the community is representative of all relevant stakeholders</li> <li>- The numbers of people who participate from among the relevant community stakeholders</li> <li>- The extent to which all community participants are involved in direct, open and respectful dialogue</li> <li>- How often community stakeholders are involved</li> <li>- The extent to which community participants reach a consensus about issues and policies</li> <li>- The extent to which consensus emerges across the inequalities</li> </ul>
	Intensity of participation	
	Degree of consensus emerged among community participants	
	Levels of participation in heritage planning	
Involvement in Benefits of Heritage	Involving in heritage commodity activities <ul style="list-style-type: none"> <li>- Enhancement of local sub-cultures (joining local festivals)</li> <li>- Take part in programme increasing incomes</li> <li>- Controls of community area</li> </ul>	<ul style="list-style-type: none"> <li>- The range of participation by the community is representative of all relevant stakeholders</li> <li>- The numbers of people who participate from among the relevant community stakeholders</li> </ul>
	Consequences from heritage effects	<ul style="list-style-type: none"> <li>- Benefits from heritage conservation</li> <li>- Negative impacts from heritage conservation</li> <li>- Benefits from heritage commodity activities</li> <li>- Negative impacts from heritage commodity activities</li> <li>- Attitudes of community in heritage conservation and heritage commodity</li> </ul>

Source: Author, 2008, Issues of Scope of Participation, Intensity of Participation and Degree of Consensus are adapted from Bramwell and Sharman, 2000:28.

Due to the framework of assessment, adapted from the literatures, the criteria are in general use that can

be used in any heritage places. In the concerns on the case of Thailand, one of developing countries that might have limitations in involving in heritage planning<sup>2</sup>, as well as contain complex and networking community organisations, based on socio-cultures and planning systems; thus, the contexts that should be pay more concerns are on community organisations and the stakeholder involvement. From the reasons, the following assessment part will include the issues of the community organisations and the stakeholder involvement as a part the assessment criteria.

### 3. The Use of Assessment Framework in Heritage Planning in Bangkok Heritage Core

Based on the assessment framework, this part intends to propose an example of using the framework to the Bangkok heritage core. The specific area that is chosen to be a study area is Yarn Banglamphu District, located on the Northern part of the Rattanakosin, Bangkok heritage core<sup>3</sup>. Yarn Banglamphu District is selected to be a case study because of many reasons. Yarn Banglamphu is a district with significant heritage significances. It is a place of four main royal temples and a number of palaces, surrounded by ethnic groups (Mon, Muslim, Laos, Vietnamese and Chinese), collecting high cultures and sub-cultures (Askew, 2002). Since the turn of 20<sup>th</sup> Century, the district has been recognised as the most important market places and entertainment places for common people. Moreover, since the 1970s, the Khaosan Street Area, one part in Yarn Banglamphu, gained a deputation as a tourist place. From these reasons, Yarn Banglamphu District is a heritage place that can be a good case of both heritage conservation and commodity activities.

In the concerns on community involvement, community organisations in Yarn Banglamphu District were emerged and involved in decision-making and heritage commodity activities since the late-1990s. At that period, community organisations that were created by the government were a civic group, called ‘Prachakom Banglamphu’<sup>4</sup> (PCK), and registered communities, called ‘chumchon’<sup>5</sup>, including Trok Kiennivas-kaichae Community (TKK) (included shophouses on the Phra Athit Street Area (PAT)), Wat Sangwet Community (WSW), Wat Sam Phraya Community (WSP), Trok Bowon Rangsi Community (TBR), Masjid Chak Krapong Community (MCP) and Masjid Ban Tukdin Community (MBT). Except the registered communities, there are communities in the Khaosan Street Area (KSS), comprising three business groups, mainly served for heritage tourism, and a business group in a market place.

In the creation period of the community organisations, the registered communities, chumchon, were layered on the indigenous communities. At the same time, the civic group, prachakom, covered the district, ‘yarn’, which is referred to groups of people in the urban villages that are not under administrative boundaries. It is noteworthy that the community organisations in the district that have been outstanding active until now have been supported by the sturdy indigenous communities, grounded on their cultural and historical backgrounds.

<sup>2</sup> A number of studies revealed the limitations of community involvement in heritage planning in developing countries in terms of operational, structural and cultural limits). The limitations might be caused by the centralisation of authority, the lack of co-ordination mechanism in developing countries, the lack of appropriate legal system, apathy and low level of awareness in local community, and lack of trained human resources (Tosun, 2000; Timothy, 1999).

<sup>3</sup> The areas that are recognised to be an area of Yarn Banglamphu, including four administrative sub-districts (khwang), which are Khwang Wat Chana Songkram, Khwang Wat Sam Phraya, Khwang Thalad Yod and Khwang Wat Bowonnives. The district with four Khwang is in the Phra Nakhon District (khet).

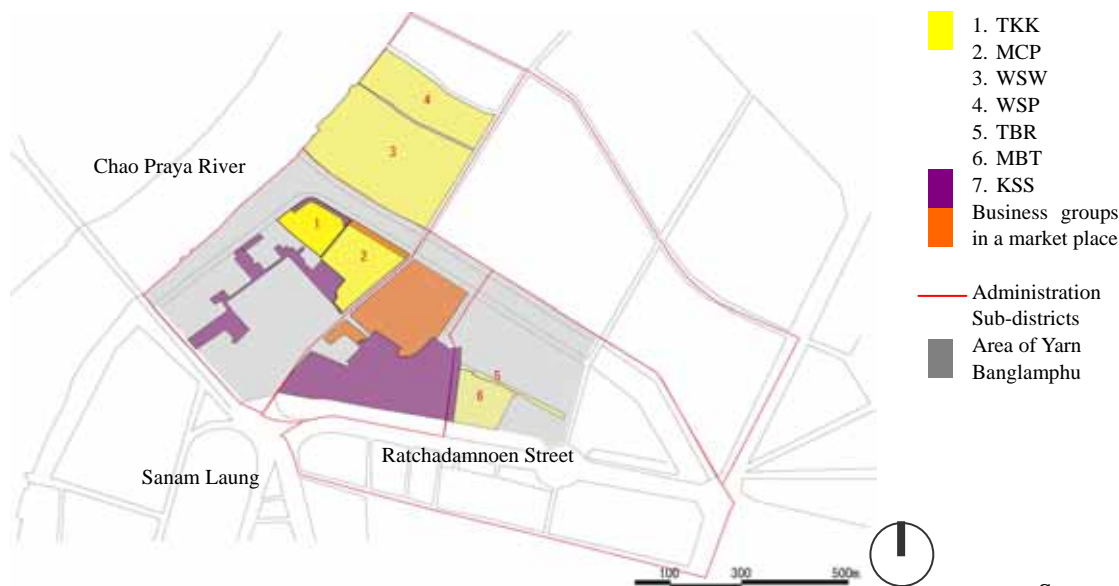
<sup>4</sup> Based on the Policy of the Bangkok Governor (1997), regarding to the Policies of Civil Society and Healthy cities during the late-1990s, ‘prachakom’ is defined as a civic group or community-networked organisation, which is aimed at gathering the communities in the specified areas, and working as a collaborator between the government sectors and public sectors in the city management (the BMA, 1997). Prachakom Banglamphu was created by the initiation of the BMA in 1998, with the major roles deal with heritage planning, ‘to enhance of social capital and cultural heritage of the community in a centre of the Rattanakosin Area and in the country’. According to the role, Prachakom Banglamphu initiated a number of conservation activities in Yarn Banglamphu.

<sup>5</sup> ‘Chumchon’ is registered communities under the law – Bangkok Regulation of Community (1985). The chumchon were registered based on the indigenous communities or urban villages of Bangkok. In accordance with the regulation, the roles of chumchon are almost dealt with public welfares. Anyway, there are some roles deal with heritage planning; for instance, to mobilises the resources in communities and look after the community assets and public properties.

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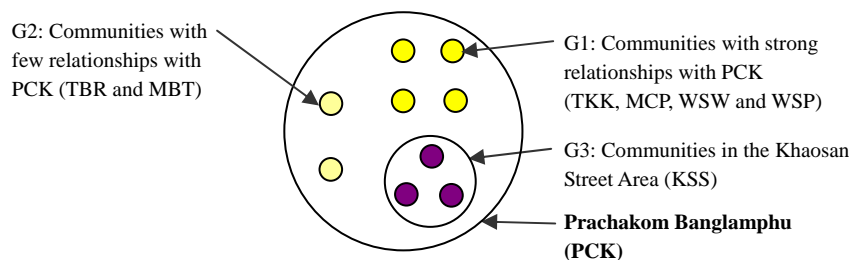
Based on the previous study about the community organisations in Yarn Banglamphu, it is found that the registered communities, chumchon, can be divided into three groups, which are: Group 1, communities with strong relationships with Prachakom Banglamphu (PCK). The communities have the representatives to work as committees of PCK; Group 2, communities with few relationships with PCK; and Group 3, communities in the Khaosan Street Area (KSS), which contain three main business groups, dealt with heritage commodity<sup>6</sup>. (See the following figures: Fig. 1, the community organisations in Yarn Banglamphu District, related to the real sites; and Fig. 2, the form of community organisations in Yarn Banglamphu District.)

**Fig. 1: The Community Organisations in Yarn Banglamphu District, Related to the Real Sites**



Source: Author, 2008

**Fig. 2: The Form of Community Organisations in Yarn Banglamphu District**



Source: Author, 2008

In using the assessment framework in Yarn Banglamphu District, four cases of planning practices are chosen: two cases of participation in the state-led heritage plans (Case 2 and Case 3) and two actions in ad-hoc ways, opposing to plan-implementation and organising local festivals (Case 1 and Case 4).

*Case 1:* Participation in an opposition of Conservation Master Plan for the Rattanakosin Area (1982) and a proposition of a plan for community centre

The master plan is the main conservation plan of the Rattanakosin Area, created in 1982 and revised in 1994. The plan-making processes were under top-down approach in planning, in the responsibilities of the

<sup>6</sup> The study about the community organisations in Yarn Banglamphu is a part of the social structures study in the author (2008).

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national government authorities (e.g. the Rattanakosin Committee and the FAD) and the local government authorities (e.g. the BMA). There was neither measure of public participation in plan-making, nor in plan implementation processes. From the lack of participatory process and revitalisation programmes that aim to tear down one of important buildings in the district, the Textbook Publishing Buildings, Prachakom Banglamphu with the supports from four communities involved in the opposition to the demolition of the building. Later, they proposed a plan for using the building as a community centre.

*Case 2: Participation in the Master Plan for Land Development: the Ratchadamnoen Street and Surrounding Area (2003)*

The plan is a mega-scale-project, under a responsibility of the National Economic and Social Development Board (the NESDB). The plan covers the Ratchadamnoen Street and surrounding areas, which are included the communities in Yarn Banglamphu. In the processes of decision-making, some committees of Prachakom Banglamphu and some leaders of chumchon took part in the technical hearing. However, the responsible organisation still took place at a high government level, high relevant with the landowners and the developers. The ideas of communities hardly have been put into the plans or actions.

*Case 3: Participation in the Plan for Landscape Improvement: the Khaosan Street (2007)*

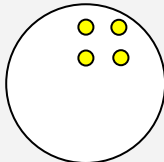
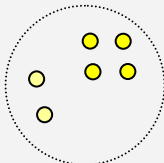
The plan pays an important part in improving townscape of the Khaosan Street Area, a well-known tourist place, located in Yarn Banglamphu. In the decision-making processes, there were several measures of public participations, including interviews and questionnaire surveys, and focus group meeting.

*Case 4: Involvement in organising local festivals*

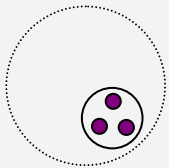
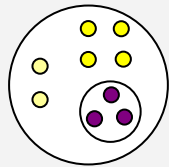
Within a year, there are three main local festivals have been carried out in Yarn Banglamphu, including Loy Kratong Festival, Songkran Festival and Bangkok Street Theatre Festival. In the festivals, Prachakom Banglamphu is a main leader, collaborative working with communities and many stakeholders.

The assessments of community involvement in decision-making of four planning practices are shown in Table 2.

**Table 2: Assessment of Community Participation in Decision-making Processes of Four Planning Practices**

Community Participation	Community Organisations		Issues Affecting Approach to Community in heritage Planning				Levels of Participation	
	Active Community Organisations		Other Stakeholder Involvement	Range of Participation	Number of Participation	Intensity of Participation		Degree of Consensus
1) Participation in an opposition of Conservation Master Plan for the Rattanakosin Area (1982) and a proposition of a plan for community centre	- The PCK was a leader of the involvement, supported by the communal and formal organisational subsystems, business groups and professionals. - The communities, involved in the participatory processes were TKK, MCP, WSW, and WSP.		- National government: the Rattanakosin Committee, FAD - Local government: BMA - Property owner --Treasury Department	<b>Wide</b> The range of participation was wide because the representatives from PCK with several community organisational subsystems, business groups, professionals, government sectors and property owner, participated in decision-making processes.	<b>High</b> High numbers of participants because of the tools, which are questionnaire surveys.	<b>High</b> High extents to which all participants are involved in direct, open and respectful dialogue, and involved in many times in long periods - The participation caused the conflicts between PCK and communities, because of differences in concepts of using heritage.	<b>Low</b> Low extents of a consensus building In the participatory processes, even there were conflicts between PCK and communities, a plan for a Community Centre was proposed Nevertheless, the plan, proposed by PCK has not been implemented yet, because the Rattanakosin Committee, the main authority of decision-building and the property owner, the Treasury Department have not accepted the plan.	Non-participation (according to plan-making processes)
2) Participation in the Master Plan for Land Development: the Ratchadamnoen Street and Surrounding Area (2003)	The communities, involved in the participatory processes were TKK, MCP, WSW, WSP, TBR and MBT.		- National government: NESDB - Local government: BMA, City Planning Division and Krungthep Thanakom - Property owner – the Crown Property Bureau - Private sectors	<b>Narrow</b> The range of participation was narrow. The representatives from the leaders of the formal communal subsystems in six communities (as well as 21 communities in conservation areas, participated in technical hearing; however, the communities' residents did not participate in decision-making processes.	<b>Low</b> Low numbers of participants. There were only 19 representatives from six communities involved in the decision-making.	<b>Low</b> Low extents in direct, open and respectful dialogue, as technical hearing was held for only leaders of communities. The technical hearing was held only one time.	<b>Low</b> Low extents of consensus, as the participatory method were technical hearing. The representatives of each community separately took part in the meeting; thus, they did not make a consensus for the whole areas, regarding to the plan. Furthermore, the degree of consensus was low, since the opinions from the representatives of PCK and communities have not applied for the plans.	Placation in Tokenism
3) Participation in the Plan for Landscape Improvement: the Khaosan Street	The communities, involved in the participatory processes were the communities in the Khaosan Area, with		- Local government: BMA, City Planning Division and Krungthep Thanakom (BMA' s enterprise) - Property owner – Crown	<b>Narrow</b> The range of participation was narrow. The representatives from several community organisational	<b>High</b> High numbers of participants because of participation tools. The tools were included	<b>High</b> High extents to which all participants are involved in direct, open and respectful dialogue,	<b>Low</b> Low extents of consensus, as the opinions from the representatives have not been put as a part of a plan.	Placation in Tokenism



(2007)	three main business groups.		property, private - Private sectors	subsystems in the communities in the Khaosan Street with business groups and the property owners participated in decision-making processes. However, the processes were stressed on business groups, rather than the communities' residents. On the other point of view, the communities that have been left in the tourist areas are not strong. They are not registered as an organisation. Thus, they cannot negotiate with the business groups, and proposed their ideas in to the decision-making processes. One of the business groups gathers the representatives from the communities' residents who do business in the area, so this group can represent some voices from the residents.	the interviews of fifty key informants, 500 questionnaires (the focus groups are the business groups, the users, the residents, the government sectors), and the focus meetings of the business associations.	and involved in many times in long periods by many kinds of tools.	Moreover, today, the plan is suspended.	
4) Involvement in organising local festivals	- The PCK was a leader of the involvement, supported by the communal organisational subsystems, business groups and professionals. - The communities, involved in the participatory processes were TKK, MCP, WSW, WSP, TBR, MBT and KSS (with the business associations).		- National government: FAD, TAT - Local govt.: BMA, City Planning Division, Community Development - Co-ordination mechanism – Community Development Division and Cultural Council (district level, under FAD) - Private sectors - Professionals - Artists	<b>Wide</b> The range of participation was wide. The representatives from several community organisational subsystems, business groups and community residents participated in organising and joined the festivals. However, in these days, as the committees of the PCK are from the leaders of the communal organisational subsystems, they lacks of the representatives from the formal organisational subsystems (e.g. committees of chumchon) and the outsiders (e.g. professionals).	<b>High</b> High numbers of participants from meetings of PCK, and meetings of several stakeholders, held by Cultural Council and BMA.	<b>High</b> High extents to which all participants are involved in direct, open and respectful dialogue, and involved in many times in long periods by many kinds of tools.	<b>Low</b> Low extents of a consensus building. Even the consensus have been widen to the controls of a public park and organising programmes of increasing incomes, the controls of the park and organising have not completely carried out by the communities. Due to centralisation authority, the controls have been in hands of the government.	

Source: Author, 2008

**Table 3: Community Participation in Decision-making, Based on Questionnaire Surveys**

Community Involvement Communities		Participation in Decision-making				
		Receive Information	Take Part in Meetings	Issues Affecting to Community in Heritage Planning		
				Scope of Participation	Intensity of Participation	Degree of Consensus
G1	TKK	85.00% (2)*	45.00%(2) Ratchadamnoen Plan	3. 56 (3)	3. 53 (3)	3. 67 (2)
	PAT	71.43%	42. 86%	3. 83 (2)	3. 75 (2)	3. 58 (3)
	MCK	73.33%	55. 33% (1) Ratchadamnoen Plan	4. 38 (1)	4. 00 (1)	3. 92 (1)
	WSW	76.19% (3)	33. 33% Ratchadamnoen Plan	3. 35	3. 00	3. 00
	WSP	86.67%(1)	40% (3) Ratchadamnoen Plan	3. 44	3. 25	3. 33
G2	TBR	77.78%	22. 22% Ratchadamnoen Plan	3. 17	2. 50	2. 80
	MBT	75.00%	37. 50% Ratchadamnoen Plan	3. 50	3. 50	3. 50
G3	KSS	66.67%	22. 22% Khaosan Road Plan	3. 20	3. 56	3. 20

Highlights show the high ranks of community involvement

Source: Author, 2008

**Table 4: Community Involvement in Benefits of Heritage Commodity, Based on Questionnaire Surveys**

Community Involvement  Communities		Involving in Benefits of Heritage Commodity							
		Enhancement of Local Sub-cultures	Take Part in Programmes of Increasing Incomes	Controls of the Community Areas	Consequences from Heritage Conservation		Consequences from Heritage Commodification		Attitudes of Community
					Impacts	Benefits	Impacts	Benefits	
G1	TKK	100% (1)*	45% (3)	55.00% (1)	2.65 (3)	3.15	2.05	2.15	3.90 (2)
	PAT	78.57%	64.29% (1)	50.00% (2)	2.64	3.36	3.21 (2)	3.29 (2)	3.14
	MCK	100% (1)	60% (2)	46.67% (3)	2.93 (1)	3.60 (1)	2.73	2.07	4.13 (1)
	WSW	95.24% (2)	28.57%	38.10%	2.33	3.52 (3)	2.71	2.10	3.29
	WSP	93.33% (3)	26.67%	40.00%	2.00	3.53 (2)	2.33	1.67	3.87 (3)
G2	TBR	88.89%	33.33%	33.33%	1.78	3.33	1.67	2.00	3.11
	MBT	100% (1)	0%	37.50%	2.00	2.88	2.88	1.25	3.38
G3	KSS	88.89%	44.44%	44.44%	2.72 (2)	3.11	3.33 (1)	3.61 (1)	3.17

Highlights show the high ranks of community involvement

Source: Author, 2008

The assessments of community participation in decision-making processes are that the actions in case 1 and Case 4 were in high levels. Both cases deal with the conservation controversy, protesting to government-led heritage plans, created in 1980s-90s and conservation of local heritage resources, protecting from effects from tourism. However, they do the processes of interpretation of their heritage resources, such as festivals, to serve for tourism by themselves. In both cases, the leader of the involvement is Prachakom Banglamphu, supporting by the communities in the district.

In case 2 and Case 3, the stated-led heritage plans, created during the 2000s, the community

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involvements were in low levels. In both plans, even the community participatory methods were put in plan-making processes, the scope of participation was narrow and the intensity of participation was low, because the participants were the leaders of the registered communities, chumchon, in case 2, and the leaders of business groups in Case 3. In Case 2, the formal leaders of the registered communities, chumchon, were encouraged to be the main leaders of the plan-making processes. Prachakom Banglamphu, which is not accepted to be an organisation under law, did not take part in the participatory processes. Without the participation of Prachakom Banglamphu, the communities had neither broad concepts of the district, yarn, nor key organisations, gathering entire communities. In Case 3, the business associations in the Khaosan Street Area were used as main actors in participatory processes, but the communities' residents have few chances to participate in participatory processes.

The community participation in decision-making and in benefits of heritage commodity, based on questionnaire surveys are illustrated in Table 2 and Table 3. The results show a comparison of the involvements between three groups of communities. The results indicate that the communities in Group 1, communities with strong relationship with Prachakom Banglamphu were in high participation in decision-making and in benefits of heritage commodity (including the enhancement of local sub-cultures, take part in programmes of increasing incomes and controls of community areas), comparing with the other groups. Furthermore, Group 1, communities with strong relationship with Prachakom Banglamphu gained benefits from heritage conservation, as they took part in the decision-making and organizing activities, dealt with heritage commodity, as well as, they had attitudes in conservation in high levels (they aim the area to be conserved, rather than to be used in commodity activities).

#### **4. Discussions**

The discussions of the paper are on two main issues: the subject of the results of assessments; and suggestions for improving the assessment framework.

##### *The results of assessments*

The assessments reveal that the community involvements in Yarn Banglamphu were in a developing process, as the communities had chances to involve in the recent state-led heritage plans. However, the involvements should be improved to get higher levels. Main factors that can bring higher levels of involvement deal with the circumstances of community organisations and centralisation in authority.

In the term of community organisations, the participatory methods in the state-led heritage plans were provided to the registered communities, chumchon, without provision to the civic group, Prachakom Banglamphu. Consequently, the involvements were low. On the contrary, in the cases of the actions in ad-hoc ways, the involvements were high, because Prachakom Banglamphu and the registered communities, chumchon, involved in the actions. From that reasons, to support for Prachakom Banglamphu or other civic groups, working as a connector between communities, can be a good way to help to make higher levels of involvement.

In the term of centralisation in authority, it affected the community involvements in the plans. In the state-led heritage plans, even the communities participated in participatory processes; the decision-building has been in the responsibilities of the national government sectors. In the cases of the actions in ad-hoc ways, the actions did not gain well supports from the centralisation in government systems. From that reasons, to make the higher level of involvement, to improve the appropriate legal systems to support the community involvement and to decentralise the powers in decision-making to the local government sectors in district levels and local communities, are needed.

##### *The suggestions for improving the framework*

The suggestions for improving the framework are included two main issues.

First, to put community organisations as a part of assessment criteria. In using the assessment framework "Assessment of Community Involvement in Heritage Planning, A Case of Bangkok Heritage Core," Proceeding of the 7<sup>th</sup> Annual Conference of Asian City Planning (ACP2008), Department of Urban Engineering, School of Engineering, the University of Tokyo, Tokyo, 30 November 2008.

in the case of Yarn Banglamphu, the evaluation was done, in relevant with the circumstances of the community organisations, based on socio-cultural contexts of the district. Thus, the community organisations should be put in a part of assessment criteria.

Second, to extend the assessment to use for the community involvement in the actions in ad-hoc ways, apart from participation in decision-making processes. In the case of Yarn Banglamphu, the communities did not only involve in decision-making processes and benefits of heritage commodity, but they also involved in the actions in ad-hoc ways, regarding to planning processes and heritage commodity activities. Therefore, it was proved that the assessment framework can extend to use for the community involvement in the actions in ad-hoc ways.

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